Calendar No. 309

100TH CONGRESS
1st Session

SENATE

REPORT
100-156

WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SERVICES

SEPTEMBER 15, 1987.—Ordered to be printed

Mr. KENNEDY, from the Committee on Labor and Human Resources, submitted the following

REPORT

[To accompany S.J. Res. 26]

The Committee on Labor and Human Resources to which was referred the joint resolution (S.J. Res. 26) to authorize and request the President to call a White House Conference on Library and Information Services to be held not later than 1989, and for other purposes, having considered the same, reports favorably thereon with an amendment in the nature of a substitute and an amendment to the title, and recommends that the joint resolution as amended do pass.

The amendments (stated in terms of page and line numbers of the introduced resolution) are as follows:

Page 3, line 4, after "call" insert "and conduct".

Page 3, line 6, strike out "not later than 1989" and insert in lieu thereof "not earlier than September 1, 1989, and not later than September 30, 1991".

Page 4, line 24, before "State" insert "(1)".

Page 5, line 1, strike out "the" and insert "a".

Page 5, between lines 2 and 3, insert the following:

(2) Nothing in this Act shall be construed to require any State to participate in a State or territorial conference.

Page 10, line 15, strike out "AUTHORIZATION OF APPROPRIATIONS" and insert in lieu thereof "AUTHORIZATION OF APPROPRIATIONS; LIMITATIONS".

Page 10, line 16, after "SEC. 8." insert "(a) IN GENERAL.—".

Page 10, line 17, strike out "such sums as may be necessary" and insert in lieu thereof "$5,000,000".

S543-20
S423-41

Page 10, after line 19, insert the following:

(b) LIMITATION.—Of the funds appropriated under the Library Services and Construction Act, only the funds appropriated for title III of that Act may be used to carry out the activities authorized by this resolution.

Amend the title so as to read:

A joint resolution to authorize and request the President to call and conduct a White House Conference on Library and Information Services to be held not earlier than September 1, 1989, and not later than September 30, 1991, and for other purposes.

I. PURPOSE OF THE BILL

Senate Joint Resolution 26 authorizes and requests the President to call and conduct a White House Conference on Library and Information Services not earlier than 1989 and not later than 1991. This will be the second White House Conference on Library and Information Services—the first having been convened in 1979.

The purpose of this legislation is to provide a public forum within which recommendations can be developed for the further improvement of our nation's library and information services. The Committee believes that such a conference is a well-established means of focusing attention on a subject of important national interest and that it provides a reliable structure for developing a consensus as to the future course of activities in a given area.

The Committee believes that a useful and successful second White House Conference on Library and Information Services must include the broadest participation possible. This would entail the involvement of persons from every state and territory, including native Americans and native Hawaiians, in discussion of library and information service issues, unmet library service needs and recommendations for future activities in these areas.

One of the important recommendations of the 1979 conference was to hold a similar conference every ten years "to establish the national information goals and priorities for the next decade, to assure effective transfer of knowledge to citizenry, and to accomplish this goal in light of accelerated changes in information technology and practices."

In the years since the 1979 conference, changes in information technology have had an enormous impact on the most basic ways our modern society functions. It is critical that the public know how to locate, acquire, organize and use information as this technology rapidly evolves. In addition, the Committee believes that access to information must be assured. Libraries must have access to information so that they in turn can make it available to those seeking it. Information is vital to our nation's economic growth and to our ability to compete effectively in the international marketplace.

II. LEGISLATIVE HISTORY

The Senate Joint Resolution (S.J. Res. 112) was first introduced by Senator Claiborne Pell in the 99th Congress but was not enacted prior to adjournment of that Congress.

Senator Pell re-introduced the resolution (S.J. Res. 26) in the 100th Congress on January 21, 1987, when the legislation was referred to the Committee on Labor and Human Resources.

A hearing on the proposed White House Conference on Library and Information Services was held in the Subcommittee on Education, Arts and Humanities on April 3, 1987. The Subcommittee ordered the bill reported to the Committee on Labor and Human Resources on July 23, 1987. The resolution, currently cosponsored by 69 Senators, was considered by the Committee on August 5, 1987 and reported with amendment by unanimous voice vote.

Amendment

The following amendment by Senator Pell was acted upon by the Committee:

1. An amendment to authorize the President to call the White House Conference on Library and Information Services not earlier than September 1, 1989 and not later than September 30, 1991; to clarify the language concerning optional state level conferences; to authorize $5 million to carry out the conference and to limit the use of Library Services and Construction Act funds for conference activities to Title III appropriations under that act.

III. BACKGROUND

The most important result of the 1979 White House Conference was an increase in public awarness of libraries and their impact on individuals, the economy and the nation. This is evidenced by the coming together for the first time of friends of libraries groups to form a national organization. Through previous White House Conference activities, many friends of individual libraries met their counterparts for the first time, and realized they could learn from one another and increase their impact through regular contact. Since the national organization, Friends of Libraries, U.S.A., was established in June 1979, the number of states having an organized Friends group has increased to 37. A recent nationwide survey shows that 2,329 Friends groups have more than 600,000 members who raised $27,714,066 in support of libraries in 1985.

A total of 22 of the 64 resolutions adopted at the 1979 White House Conference were incorporated into the Library Services and Construction Act. One ultimately resulted in a 140% increase in one year in LSCA title III appropriations. These funds for interlibrary cooperation went from $5 million to $12 million in 1981. The Administration has, since then, recommended elimination of all federal support for libraries. Despite several years of zero budgets, Congress has continued to increase funding for LSCA titles I and III, has restored funding for LSCA title II for public library construction, and has funded the new title VI for library literacy activities.

Congress responded to the 1979 White House Conference recommendations, not only in the funding of LSCA, but in amending the

basic law in the 1984 reauthorization (98-480). New or expanded priorities in LSCA I for public library services included serving handicaped individuals, serving the elderly, serving as community information referral centers, projects designed to combat illiteracy and making effective use of technology. LSCA II was amended, reflecting the White House conference emphasis, to require states to develop a long-range statewide resource sharing plan, and "resource sharing" was added to the title to reflect this emphasis.

In addition a new LSCA title IV was added, Library Services for Indian Tribes, which previously had seldom been eligible for direct library allocations from states, and often had access to no libraries at all. LSCA IV receives an automatic setaside of two percent of appropriations for LSCA I, II and III.

One of the themes and several recommendations of the 1979 White House Conference related to international cooperation and understanding. In recognition of the significance attached to the roles of library and information services in increasing international understanding and cooperation, Senator Claiborne Pell, then as now, Chairman of the Education, Arts and Humanities Subcommittee, requested preparation of a report by the Congressional Research Service on "International Information Exchange: Relevant Activities of the White House Conference on Library and Information Services." A report with this title was issued by the Committee on June 22, 1980.

Since that time, the Committee notes with pleasure the increased attention in the library community to international standards and the linking of computerized bibliographic databases, the support by the Administration of the Nairobi Protocol to the Florence Agreement which would allow additional duty-free trade in educational and library resources, passage of the Japanese Technical Literature Act and of additional authorization for the acquisition of foreign periodicals under the Higher Education Act title VI international education programs. Both the Senate and House-passed trade bills now in conference would provide permanent implementation of the Florence Agreement Protocol, which has so far been temporary on the part of the United States.

IV. NEED FOR SECOND WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SERVICES

Glenn R. Wilde, Associate Dean in the College of Humanities, Arts and Social Sciences for Extension and Life Span Learning Programs at Utah State University, in testimony at the April 3, 1987 hearing of the Subcommittee on Education, Arts and Humanities on S.J. Res. 26, provided a succinct and eloquent rationale for a second White House Conference. He quoted Don Dillman, professor of Rural Sociology at Washington State University:

> Dr. Dillman has described societal change of the 20th Century in the context of three particular eras of social and technological change: (1) an era of "community control, 1900-1940"; (2) an era of "mass Society, 1940-1980"; and (3) the "Information Age, 1980—present". Since 1980, Americans have confronted, according to Dillman, the Information Age, which "provokes massive increases in peo-

ple's abilities to organize, store, retrieve and transmit information * * * at a speed much faster than either of the previous two eras." The greatest pressure of this Information Age will fall upon societal infrastructures, especially rural infrastructures, that seemingly do not possess or utilize the technologies or have the skill or education to adapt to this new environment.

Dillman's study establishes, from my [Wilde] perspective, the context for the 1989 White House Conference on Library and Information Services. There are some particular, if not urgent, needs that the conference must address:

1. This nation must develop a national policy for information which reflects principles of access and opportunity for all citizens. Such a policy must be formulated from the grassroots issues and needs, in cooperation with state and regional associations, and federal agencies.

2. The people of this nation, whether from rural or urban areas, must assess their learning and information needs to facilitate and build community capacities to meet the challenges of this Information Age. The community, state, and national processes associated with the White House Conference will accommodate such societal evaluation.

3. This nation must address the development of government informational databases to provide vital problem-solving informational and educational resources which are accessible to the publics. These informational resources must be packaged by agencies or libraries to make them affordable, accessible and usable by citizens.

The conference must also address how governments and governmental agencies must link informational and educational resources to build and strengthen the capacity to deliver needed services for citizens. A societal environment knitted together through telecommunications can improve services and result in access, utility and economy for this nation's citizens.

The committee acknowledges that economic, social and political factors affecting libraries have shifted and changed significantly since 1979. Even more important, the technology of information organization, retrieval and access has evolved so rapidly since then that it is entirely appropriate that we look again at libraries through the focus of a White House Conference, and redefine the roles of local, state and federal governments in support of these precious national resources. Many developments of the current decade raise policy issues which could be explored during the White House Conference process. The Committee lists a few here as examples:

Technology is changing the nature of materials; it can increase information access but also exert cost pressures on libraries. The over 2,000 online databases generally cost money each time they are used, unlike printed materials. How to budget for these services and whether or not to charge users are difficult questions. A pending Federal Communications Commission proposal would

double the telecommunications costs for access to many of these services.

Despite continued Congressional support, six years of zero budgets, recission proposal delays and even illegal impoundments of federal library program funding, have taken a toll. What have the effects been on program planning and effectiveness?

What have been the effects of recent budget cuts at the Library of Congress on its national library services?

What has been the effect on school library services of the consolidation in 1981 of a major program of assistance to school libraries into the ECIA Chapter 2 school block grant to the states?

How has the withdrawal of general revenue sharing funds beginning in FY 1987 affected public libraries? In some localities where it was a major source of support, citizens will need to marshall their forces to explore new ways to support their libraries, and to learn the latest and most cost-effective methods for maintaining access to up-to-date library and information resources.

A series of federal policy decisions in recent years have had the effect of restricting the amount of information collected or compiled by the federal government, and the amount and nature of such information published and disseminated. Various policy directives have caused agencies to cut back or discontinue such activities. What has been the effect on libraries' ability to meet their users' needs?

Looking to the upcoming observation of the Bicentennial of our U.S. Constitution and its historic underpinnings reminds us of the critical importance of fostering the basic tenets of our democracy. But, in addition, we are confronted with the absolute necessity for researching effective methods of preserving the rapidly deteriorating documents and other rare resources and records in our libraries and archives. What should be the roles of the various players in increasing preservation efforts.

Libraries must cope with the spiraling cost of materials, particularly the cost of journals. The average cost of a U.S. periodical has been increasing an average of about 11 percent each year during the 1980's, and is now at $71.41. The prices for foreign journals have increased an average of 40 percent.

As the White House Conference Preliminary Design Group noted in its December 1985 report to the National Commission on Libraries and Information Science:

> Libraries are information agencies in an information society. They are indispensable to the economic well being of our nation. Research and development depends upon access to information. Libraries are needed by industries, business and government as they deal with the need to increase productivity and adapt to new technology. Libraries offer, as well, an historic avenue for individual advancement, a means for increased social and economic mobility for poor and disadvantaged persons.

The White House Conference Preliminary Design Group has proposed that three overarching themes be the focus of the White House Conference: First, Library and Information Services for Productivity; second, Library and Information Services for Literacy;

and third, Library and Information Services for Democracy. These themes are of concern to the President, the Congress and to elected officials at all levels of government.

Libraries face major problems, as well as technological opportunities, in reaching their full potential to fulfill their mission. The White House Conference on Library and Information Services offers an unparalleled opportunity to examine these and other issues with the library community, public officials, and a wide cross section of American citizens.

V. ORGANIZATION OF THE CONFERENCE

The National Commission on Libraries and Information Science is charged with planning and conducting the Conference and the Commission is vested, for the purpose of administering the joint resolution, with the powers necessary to administer a conference of this size and scope which includes enlisting the help of federal agencies and departments as authorized and encouraged under S.J. Res. 26 to cooperate with the Commission.

A White House Conference Advisory Committee to assist and advise the Commission is established. The Advisory Committee consists of 30 individuals to be selected by the Chairman of the Commission, the Speaker of the House of Representatives, the President pro tempore of the Senate and the President of the United States. The Advisory Committee includes the Secretary of Education and the Librarian of Congress.

The Chairman of the National Commission on Libraries and Information Science shall serve as vice chairman of the Advisory Committee. The Advisory Committee shall elect its chair from among its members.

While state and regional activities may be held prior to the national conference, the Committee wishes to emphasize that no state is mandated to hold preconferences at the state level. The Committee also intends that no state shall be precluded from participating in the White House Conference because it chooses not to hold a state level conference. Such states may send delegates to the national conference. The Advisory Committee is directed to review the number of states not having state level conferences, and to issue guidelines for delegate selection from those states to the national conference, based upon requirements set forth in section 2(c) of Senate joint resolution 26.

The Committee is concerned that state, territorial and regional pre-White House Conference activities not be funded from sources that would otherwise be used for traditional library resources and services. Section 8(b) of S.J. Res. 26 provides that the use of Library Services and Construction Act funds for such activities is limited to title III, Interlibrary Cooperation and Resources Sharing. However, section 8(b) is not to be interpreted to prohibit LSCA-funded activities from being used in connection with the White House Conference or related preconferences. Nor does the Committee intend that title III funds be used exclusively for White House Conference purposes. Other programs supported by title III are important and efforts should be made to sustain them.

The Committee encourages states to coordinate the planning requirements of LSCA with planning for the White House Conference on Library and Information Services, and, where, appropriate and cost effective, to make use of LCSA-related data, resource materials, meetings, and so forth, in the White House Conference process.

VI. SECTION-BY-SECTION ANALYSIS

Preamble

The preamble to the joint resolution set forth in the material proceding the resolving clause, contains 11 clauses which declare the reasons for enacting the resolution.

Section 1

Authorizes the President to call and conduct a White House Conference on Library and Information Services to be held not earlier than September 1, 1989, and not later than September 30, 1991.

Section 2

States the purpose of the Conference, describes the composition of the Conference, details the distribution of the participants, and provides that participation in state of territorial conferences is optional.

Section 3

Provides for the planning and conduct of the Conference by the National Commission on Libraries and Information Science. It names the National Commission on Libraries and Information Science as having responsibility for conducting the White House Conference, including the use of other Federal department and agency personnel and resources; makes technical and financial assistance available to the states; requires the preparation and distribution of background materials for the use of delegates to the Conference; requires fiscal oversight activities; and provides that members of the Commission may be allowed travel or other expenses.

Section 4

Provides that first, a final report of the Conference must be submitted to the President not later than 120 days after the close of the Conference; second, the final report of the Conference must be made public; and third, within 90 days after the President has received the report, it must be transmitted to the Congress with recommendations of the President with respect to such report.

Section 5

Establishes the advisory committee to the Conference, to be comprised of 30 members to assist and advise the Commission in planning and conducting the Conference. It provides that the composition of the advisory committee will be 8 members designated by the Chairman of the Commission; 5 members designated by the Speaker of the House of Representatives; 5 members designated by the President pro tempore of the Senate; and 10 members and the Librarian of Congress will also sit on the advisory committee. The

chairman of the Commission shall serve as vice chairman of the advisory committee, and the advisory committee shall select the Chair of the Conference. Compensation of the members of the advisory committee is provided for.

Section 6

Provides that the Commission shall have authority to accept, on behalf of the Conference, grants, gifts or bequests of money for immediate distribution in furtherance of the Conference.

Section 7

Defines the terms Commission, Conference, and State as used throughout the legislation.

Section 8

Authorizes $5 million to carry out the joint resolution; and limits the use of Library Services and Construction Act funds to title III of that Act.

VII. COST ESTIMATE

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, August 11, 1987.

Hon. EDWARD M. KENNEDY,
Chairman, Committee on Labor and Human Resources, U.S. Senate, Washington, DC

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the attached cost estimate for S.J. Res. 26, the White House Conference on Library and Information Services, as ordered reported from the Senate Labor and Human Resources Committee on August 5, 1987.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,
Sincerely,

JAMES BLUM
(For Edward M. Gramlich, Acting Director).

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill Number: S.J. Res. 26.
2. Bill title: White House Conference on Library and Information Services.
3. Bill status: As ordered reported from the Senate Labor and Human Resources Committee, August 5, 1987.
4. Bill purpose: The purpose of this bill is to authorize the President to call and conduct a White House Conference on Library and Information Services to be held not earlier than September 1, 1989 and not later than September 30, 1991. Funds for the Conference are subject to subsequent appropriations action.
5. Estimated cost to the Federal Government:

[By fiscal years, in millions of dollars]

	1988	1989	1990	1991	1992
Total authorization level	5				
Estimated total outlays	1	1	2	1	

The costs of this bill fall in Function 500.

Basis of estimate: S.J. Res. 26 authorizes a total of $5 million to fund a White House Conference on Library and Information Services. The bill allows for the conference to be held anytime over a three year period. This estimate assumes that the funding would be given in fiscal year 1988 and that the conference would take place during fiscal year 1990, similar to the funding cycle of the 1979 White House Conference on Library and Information Services which was funded in 1977. Estimated total outlays reflect the actual spending pattern of the earlier conference.

6. Estimated cost to State and local government: The Congressional Budget Office has determined that the budgets of state and local governments would not be affected directly by enactment of this bill.

7. Estimate comparison: None.

8. Previous CBO estimate: On May 13, 1987 CBO prepared a cost estimate of H.J. Res. 90, the White House Conference on Library and Information Services, as ordered reported from the House Education and Labor Committee. The House bill authorized such sums as may be necessary to fund the conference. Based on the cost of the 1979 conference adjusted for inflation, the conference was estimated to cost $6 million.

9. Estimate prepared by: Deborah Kalcevic.

10. Estimate approved by: C.G. Nuckols (for James L. Blum, Assistant Director for Budget Analysis).

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